

**USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00**



CFW team members pose for picture in Praville, Casoleil.

**CURB Final Report
July 30th, 2005**



**Clean Up for Rebuilding (CURB) Project
DFD-G-00-05-00002-00
Gonaives, Haiti**

**Flooding Associated with Hurricane Jeanne.
October 20th, 2004 – June 30th, 2005**

Date: April 10.05
Country Director: Abby Maxman
Telephone: (509) 418-4513 (cell)
Fax: (509) 257-6785
Email: maxman@pap.care.org

Organization: CARE Haiti
Head Quarters Address:
92, Rue Gregoire, PV
Port au Prince, Haiti

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

1.0 Program Overview:

On the 18th and 19th of September 2004, Hurricane Jeanne and subsequent tropical storms flooded Haiti's north and northwest regions. The city of Gonaives, with a population of roughly 200,000 people, was particularly hard hit, as floodwaters reached three meters in some places. Surrounded by mountains and subject to rain patterns that fall mainly to the North East, Gonaives is traditionally a very dry, desert-like place, receiving only 800 to 1,000 millimeters of rain each year. Ironically, aid programs before the flood, were responding to needs associated with drought conditions. During Hurricane Jeanne, however, Gonaives and its immediate environs received 300 millimeters of rain in less than 24 hours.



*Aerial view of the flooding in Gonaives following
Hurricane Jeanne*

Because of Gonaives' position between the hills and the sea, it was particularly vulnerable to flooding. Run-off from the surrounding hills, left void of vegetation from years of deforestation, resulted in rapidly rising waters that caused flash flooding.

The death toll from Hurricane Jeanne exceeded 3,000 people, and an estimated 5,000 homes were destroyed or severely damaged. The receding floodwaters deposited a thick layer of one to two meters of mud and debris across the vast majority of the city, damaging public buildings and homes, and blocking critical road access throughout the city. Approximately 130,000 people living within Gonaives were affected by this flood emergency, as the contamination of the water supply, the standing water in densely populated areas, and the destruction of health infrastructure posed considerable public health risks.

In response, CARE initiated a 6 month emergency Clean-Up and Rehabilitation program (CURB) utilizing a Cash-for-Work (CFW) methodology in an effort to decrease health risks associated with the removal of thousands of cubic meters of accumulated mud and debris while also providing short term economic transfer (in the form of temporary income opportunities) to those most affected by the flood emergency. However, a three-month "No Cost Extension" (NCE) with reallocations was requested by CARE on February 15th in order to expand CFW teams and clean up activities which was approved by OFDA on March 25th, 2005.¹ CURB was able to successfully assist those affected and surpass initial program objectives through the support and funding of DFID, the Bill & Melinda Gates Foundation, the Office for Disaster Assistance (OFDA), CARE Germany and CARE UK.²

¹ Original end date of CURB was moved from March 31st until June 30th, 2005.

² The CURB was a consolidated project which received \$1,495,518 in funding from several donors, including the DFID (\$236,252), Bill and Melinda Gates Foundation (\$300,000), OFDA (\$819,984), as well as CARE UK (\$31,769) and CARE Germany (\$107,513) through public appeals.

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

1.1 Objective(s) of the Program:

The flooding brought on by Hurricane Jeanne posed extreme health risks to those in the affected areas. The overall **Goal** of the CURB “Clean-Up and Rehabilitation” program was:

“...To decrease health risks associated with the removal of thousands of cubic meters of accumulated mud and debris while also providing short term economic transfer (in the form of temporary income opportunities) to those most affected by the flood emergency.”



Within the project there were two objectives associated with reaching this Goal:

Objective # 1: *To provide cash-for-work (CFW) opportunities to those most in need and improve their short term economic status.*

Start-up and Selection Activities

CARE’s clean-up interventions were organized within 46 low-income urban community blocks located in Casoleil, Raboto and Centreville zones, which were among the hardest hit and densely populated areas of Gonaives.

During the first month of the project, CARE developed an implementation strategy in consultation with community “local management committees.” CARE staff discussed the goals and objectives of the project with committees, who then helped project staff, assess the greatest needs in their respective neighborhoods. The local management committees signed “contracts” with CARE that described the work and outlined the roles and responsibilities of CARE, the management committees and the CFW teams. The contracts included criteria for the selection of CFW teams, management of the tools team members would use, the structure and manner of payment for the teams, as well as their expected outputs. CARE’s inclusion of these committees in the planning phase fostered a sense of ownership and responsibility for the work in the community, which was critical for the project’s success.



The selection of participants in the CFW activities was based on the following criteria established between CARE and local management committees:

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

- Families who lost their homes (e.g. houses were destroyed and/or severely damaged and therefore uninhabitable) as a result of the recent flooding;
- Families who were temporarily displaced from their homes due to blocked access;
- Families who lost their primary wage earner as a result of recent flooding;
- Priority was given to female-headed households that fell within the above three described categories;
- Only one participant per family;
- Participants must be a minimum of 16 years of age (no child labor); and
- Participants must reside in the community/block where CFW activities were implemented.

CFW activities were implemented in a phased manner so that the project methodology and payment systems could be tested prior to the full rollout of operations. CFW activities began in November 2004 with five pilot teams. By January, due to the high demand for employment opportunities, project staff implemented a rotation system that brought in new labourers to the CFW teams every two weeks. While labourers were replaced team leaders stayed on to maintain the continuity of the management systems.

Objective # 2: *To reduce the risk of disease and improve access through the removal of Mud and Debris from priority areas around Gonaives.*

Clean-Up & Payment Activities

Each work team, consisting of 21 laborers, including a team leader, was assigned specific tasks for each payment period. To ensure that minimum levels of productivity were achieved, CARE project staff required each work team to remove 0.5 cubic meters of mud and debris per day in order to qualify for payment of \$2.00 per day. The CFW team engaged in the following clean-up activities:

- Removal of accumulated mud from household compounds/yards³ and pathways to centralized loading points for dump truck removal;
- General cleaning of vehicle access roads and repair of bridges to improve access
- De-blocking and cleaning of secondary rainwater drainage canals to promote improved public hygiene and to prevent future flooding during the next rainy season.

Although the proposal anticipated paying CFW participants \$3.00 per day, the pay rate was adjusted to \$2.00 per day for a six-hour workday, which is equivalent to the average wage for unskilled labor in Gonaives. The new pay rate was established with input from the Ministry of Public Works in an effort to standardize rates used by NGOs implementing CFW activities in Gonaives and to avoid any conflict that might arise from wage disparity among our organizations. Team Leaders received \$2.50 per day for the

³ CFW participants were not paid to clean mud out of their own homes. This was considered an individual household responsibility and thus not compensated by the CFW program.

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

additional responsibility of supervising their respective work team, controlling and documenting the attendance of workers and assisting with the distribution and collection of tools.

A worker's eligibility for payments was based on weekly "attendance sheets," completed by the Team Leader and CARE foremen. Given the operating environment, it was critical that payments were disbursed to CFW participants in a timely manner to avoid labor disputes. Payments for each workweek (Monday-Friday) were disbursed within five days of the last day worked. CARE's finance staff made one withdrawal from the bank and disbursed the full amount due to each CFW team leader, who, after proper identification and signature, then paid each team member under his/her supervision. Team members signed that they have received the funds from the team leader, who then provided documentation to CARE. This form of payment proved more efficient than the original method of writing checks for each participant, especially as the number of teams increased. This method also saved CARE banking transaction fees.

Purchase of Tools Activities

CARE procured all the tools necessary for the CFW project through a tender process. Tools were selected based on cost and quality, so as to ensure their durability and functionality for the work to be done. The manner of distribution and the content of tool packages depended largely on the type of clean-up activity each CFW team was performing and was assessed by the CARE foreman for each particular group. For example, if teams were removing debris from canals, they would receive more boots and buckets, as opposed to rakes and wheel barrels. However, a standard tool package consisted of the following items:

DESCRIPTION of ITEMS	Qty	unit price (US \$)	total price (US \$)
Shovels with handles	15	8	120
Machete	1	4	4
Pry-bar	1	30	30
Pick axes with handles	10	11	110
Boots	6	40	240
Heavy duty wheel barrels	5	83	415
Heavy duty metal or plastic buckets	6	2	12
Steel tooth metal rakes	6	16	96
TOTAL			1,027

Per contracts signed with local management committees KLJ(s), CARE donated some tools to community management committees for future work in their zones. The remaining balance of tools was transferred to the Tropical Storm & Rehabilitation Project" (TSRP) for continued clean-up and rehab of the city's existing canals and construction efforts.

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

Health Education/ Hygiene Kit Distribution Activities

In response to the risk of waterborne diseases posed by flood contamination, CARE and other NGO partners initiated a campaign of health education and hygiene kit distribution in Gonaives and the surrounding region. Approximately two semi-informal health and hygiene workshops, conducted by CARE's health dept, took place each week for CFW team beneficiaries. Sessions usually lasted one hour and focused on bodily hygiene (feet and hands), environmental hygiene, prevention of illnesses related to water (typhoid, diarrhea) and HIV/AIDS awareness. A total of **10,896** beneficiaries were reached by these sessions during the course of the project.

CURB, through Gates funding support, was also able to purchase and prepare **888** hygiene kits for distribution to those marginal communities affected by the flood emergency. Therefore, CURB distributed **800** of these kits to people living with tuberculosis, foster families hosting displaced persons, people living with HIV/AIDS, CFW team members who were in obvious need and responsible health clinics that were in need of supplies. The remaining **88** Gates-funded hygiene kits were distributed to the Children's Orphanage in Marose, just outside Gonaives.⁴

1.2 Assessment/ Targeted Population

OFDA funds allowed for the provision of emergency consultant Jeff Gowa, who assisted in the development of the (donor) consolidated "*Operational Plan*" for the CURB, in direct collaboration with program partners and local authorities in Gonaives. The plan outlined payments schemes and systems, targeted areas and zones of operation per partner, criteria for beneficiary selection, CFW team attendance monitoring formats, tool packages and controls, program staffing needs and standardization of reporting formats, etc.

Zones of CFW Activities	
Zones	No # of KLJ(s) Blocks
Casoleil	5
Raboto	8
Trou Sable	8
Praville	6
Centre Ville	6
Plaine des Goniaves	3
Assifa/ Parc Vincent	3
Dattes	2
Detour Laborde	4
Biennac	1
Total:	46

⁴ At the time of writing, 135 children, who lost their families as a result of Jeanne, live in the orphanage.

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

CURB coordinated clean up efforts with the assistance of **46** local management committees KLJ(s)⁵ block/ communities comprising **10** zones within Gonaives. These community blocks had been identified by zone KLJ(s) through CARE and partners as some of the most affected blocks within Gonaives. Cash-for-Work participants were identified and selected by local management committees according to predefined selection criteria in CARE contracts with them, which were based on the operational plan.

1.3 Achievements/Constraints/ Adjustments

Objective # 1: *To provide cash-for-work (CFW) opportunities to those most in need and improve their short term economic status.*

Indicator(s):

- # of CFW teams
- # of CFW participants (1000 per USAID/OFDA Proposal)
- # of families members benefiting (5,200 per USAID/OFDA Proposal)

Outputs	Project Total:
# CFW Teams	1,168 Teams
# CFW Participants – Total Project	24,528 participants
# Person Days of Labour Generated	269,762 Person Days
Value of Cash Payments Disbursed.	19,230,920 Gourdes
Approximate volume of mud moved	113,698.90 M3

Due in part to the CURB's two-week CFW team rotation schedule as well as donor extensions and consolidation supporting the project, CURB was able to exceed its original beneficiary numbers and reach a higher percentage of the affected population. By the end of the project period, CURB had expanded to **1,168 CFW teams** employing more than **24,528 beneficiaries** and reaching approximately **122,600 families**; far surpassing the original project goal of 1000 beneficiaries and 5,200 families.

Objective # 2: *To reduce the risk of disease and improve access through the removal of Mud and Debris from priority areas around Gonaives.*

Indicator(s):

- Volume of mud & debris removed (Cubic meters – m³)
- Low incidence of water borne diseases post flood

Over the course of the project an approximate total of **113,699 m³** of mud and debris from within Casoleil and Raboto had been moved based on CFW team efforts; (Total

⁵ In Kreole; Komite Local Jesyon – KLJ (Local Management Committee)

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

mud and debris **113,699 m³** ÷ total person days **269,762** = **0.4** average cubic meters moved across all teams). All streets in program areas are now passable, bridges repaired and canals cleaned.

Before

After



CURB was also able to provide health education sessions reaching a total of **10,896** people during the grant period. Of this number a total of **5,812** men and **5,084** women were reached by these sessions potentially reaching a total family population of **54,480**.⁶

1.4 Success Stories

The Center for Disease Control (CDC) reported that there was a surprisingly low level of waterborne illness during the emergency and no reports of any typhoid-related illnesses. This success was due in large part to the coordinated responses of NGOs related to the prevention of waterborne pathologies, including: CURB clean-up activities, water distribution, hygiene kit distributions and the delivery of educational awareness activities in CFW areas.

⁶ 10,896 x 5 = 54,480 (5 being the average family unit size in Haiti)

USAID/OFDA/Clean Sweep/ Jeanne Emergency
Final Report July 30th, 2005
Contract no#: DFD-G-00-05-00002-00

1.5 Overall Performance of the Project

Overall, CURB was a major success as it allowed over **24,500** participants short term economic CFW opportunities who then moved over **113,699** metric meters of mud and debris from streets, private compounds and canals over a nine-month period. The project was so successful that ***Gonaives is in fact cleaner then it was before Hurricane Jeanne.*** Many canals that had long been clogged are now cleared, which will help mitigate future disasters from heavy rains.

Under the CURB CARE held weekly interagency partner meetings with other International NGOs, including World Vision, CRS, Caritas, Action against Hunger, IOM, the municipality of Gonaives, the Department of the Environment, the UN mission MINISTAH and the Department of Transport, Communication and Public Works (TPTC). Meetings discussed strategies of implementation, standardization of approaches, avoidance of duplication, roles and responsibilities to assist others and the sharing of resources. CURB was highly successful due to these coordinated efforts among partners in Gonaives.

Moreover, following the completion of CFW activities CARE faced communities who did not want to stop and requested that CARE not leave. Due to lack of any employment opportunities people are prepared to work given the chance. The UN mission in Haiti has also commented that with CFW projects employing people in Gonaives, security has improved. The most obvious lesson learned from the CURB is that people want to work, need to work, and that security is the pre-condition to any development in Haiti. Therefore, CARE is utilizing the CFW approach in urban centers to better transition from emergency into development. CARE is now expanding CFW activities under the USAID funded Tropical Storm Rehabilitation Program (TSRP) in Gonaives, following the completion of CURB.

1.6 Summary of Cost Effectiveness

Through OFDA funding CURB was able to purchase approximately **40** CFW tool packages which were rotated among teams throughout the project. CFW team payments based on a “no-cost extension” and reallocation request allowed an approximate total of **185,000** person days of work for CFW team participants, comprising **68%** of total costs under the CURB portfolio. Budget variance across line items did not exceed **3%**.